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ABSTRACT

A party of vocational educators from the United Kingdom (UK) traveled to the Federal Republic of Germany (FRG) to observe the nature and scope of measures to deal with youth unemployment in that country. During their study, the observers focused their attention on the problems of the transition from school to working life, the context of the problem of youth unemployment in the FRG, curriculum and institutional interfaces, special educational needs, and structural differences between the systems of education and training in the UK and FRG. Based on their observations, the investigators developed a series of short- and long-term recommendations pertaining to the development and implementation of measures to deal with youth unemployment in the UK. Included among these were calls for the accelerated development of effective vocational preparation for young people in schools during the first year of working life, for supplying grant aid to young people following vocational preparation post-school courses, for legislation requiring employers to release employees under 21 for training and related education on an appropriate part-time basis without the loss of earnings, and for the supervision of national education and training agencies by one national ministry. (Appendixes to this report include discussions of the dual system for vocational education and apprenticeship training in the FRG as well as Arbeitslehre and Berufsberatung.) (MN)

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MEASURES TO DEAL WITH YOUTH UNEMPLOYMENT IN THE FEDERAL REPUBLIC OF GERMANY

The Report of a Visiting Party

Edited by Russ Russell and David Parkes

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PREFACE TO FIRST EDITION

This report is made by a party of practitioners in Vocational Education from the United Kingdom who visited the Federal Republic of Germany in March-April 1981. The visit was organised by the Further Education Staff College - FESC - (Coombe Lodge) and the British Council as one of a series of visits being planned and co-ordinated jointly by the FESC and the British Council at the request of the Department of Education and Science. The main travel expenses are being met by the Central Bureau for Educational Visits and Exchanges, while the main administrative expenses are being met by the British Council.

The United Kingdom - UK - and the Federal Republic of Germany - FRG - have similar industrial structures, comparable populations, and broadly similar patterns of vocational education and training, youth unemployment and ethnic minorities. There are constitutional, organisational and financial differences between the two vocational education and training systems but they both share the characteristic of having a dispersed pattern of authority which makes change slow and necessitates that change is made by agreement and is frequently developmental rather than radical.

It would seem therefore that the British can gain most in any comparative study of UK and FRG from developing an understanding of how the German system works in terms of the motivation and attitudes of its young people towards mobility, industrial co-operation and the quality of their work and social participation. In other words it is in the content and process of the German approach that the British interest principally lies. Attention is being paid to attitudes of employers, trainers, trade unions and of the wider society to the young people because that can also provide understanding of the sources of the attitudes.

The visiting party was selected from a list of nominations in order to give an appropriate mixture of types of responsibility and experience for the study topics in mind. Further details of the visiting party and of the process of writing the report are given in Appendix E to this report. Although the visiting party was briefed before leaving for FRG none would claim to be an expert on FRG and therefore the group relied heavily on what they were told. Thus the ideas, information and views received by the group were defined by the particular select and short programme of visits (set out in Appendix F to this report). The report is presented acknowledging the limitations in such a process.

This report has been written in such a way as to try to minimise detailed structural descriptions of the institutions and systems in FRG. Readers unfamiliar with the system in FRG may therefore like to read Appendix A to this report before embarking on the main text. A full glossary of terms and abbreviations is contained in Appendix D.

The party presents this report and its recommendations for consideration and gratefully acknowledges the immense assistance and generous hospitality of the host institutions in the Federal Republic of Germany. The report does not necessarily represent the views of any of the institutions mentioned above, or the institutions from which the party was drawn.

PREFACE TO REVISED EDITION

Since this report was made a lot has happened to vocational education in the UK and this project has continued to make other detailed studies of the FRG. This revised edition of the report has been produced as a consequence. The original texts and recommendations are left substantially as they were with only minor corrections except that Section II is wholly new and has been added to clarify the relationships between the various programmes. The Appendices, Notes and Bibliography have all been updated to take account of the new situation.

Russ Russell
July 1983

I INTRODUCTION AND SUMMARY

1 The scale of thinking and provision in the area of the education and training of 16-19 year olds between the Federal Republic of Germany - FRG - and the United Kingdom - UK - are so different, that the simple adoption by the UK of a piece of the FRG system as a solution to our 16-19 problems, is unrealistic. The conflicts within FRG between central and local policies, between education and training, between employers and unions, although familiar, tend to obscure for the itinerant observer from the UK the more substantial framework of provision in FRG. There is in FRG a general commitment to the training and education of young people, backed up by a legislative framework that simply does not exist in the UK. There is a complex but comprehensive system of curricular production, validation and testing, involving Federal, Länder and local agencies.*1 In all of these the trades unions play an active part. The provision of training places or contracts by employers and the training function are not only highly regarded but are underpinned by a statutory form of approval for both large and small firms. There are few or no restrictions in changing jobs and re-training. For the UK system to resemble the FRG system a substantial legislative programme would be required and significant changes in attitude would have to occur.

2 None of the above is new and the pressures in the UK for compulsory day-release, for wider and more flexible apprenticeships structures, for the concept of (relatively low paid) traineeships, for vocational preparation and a progressive relationship with any new 17+ examination and apprenticeships, if ever successful, would move the UK nearer to the FRG model. The extent of the move necessary to bring the two systems to a comparable provision should not be under-estimated, it is vastly in excess of anything yet proposed.

* All notes are gathered to Appendix C.

II THE PROBLEMS OF THE TRANSITION FROM SCHOOL TO WORKING LIFE

3 All West European countries have faced problems deriving from the rise in the number of young people entering the labour market between 1970 and 1982, at a time when the economy was hesitating in its overall provision of employment and simultaneously demanding more of those it employed. The Federal Republic of Germany has responded with six specific sets of measures.

ARBEITSLEHRE

4 Arbeitslehre, or learning about the world of work, has been developed as a specific component in the curriculum of the Hauptschulen. By re-designing and re-grouping certain subjects, and by curriculum development and re-orientation of the teachers, the authorities in the FRG, and in particular the KMK, have been trying to better prepare young people for work.[2] (See also Appendix B to this report and Number Seven in this series)

VOCATIONAL GUIDANCE

5 The Bundesanstalt für Arbeit has the sole legal responsibility for giving vocational counselling in the Federal Republic. There has been difficulty therefore in integrating this activity to the schools but, as a result of agreement between the KMK and the BFA, vocational guidance has been improved, strengthened, brought more firmly into the schools and linked closely to the Arbeitslehre programme. At the same time multi-media open-access Vocational Information Centres have been established for pupils and parents alike. (See also Appendix B to this report and Number Two of this series)

BERUFSVORBEREITUNGSJAHR - BVJ

6 The BVJ, or Vocational Orientation Year, has been developed because, despite the above measures, many young people leave school unprepared for work or apprenticeship. This is particularly true of young recent immigrants from rural backgrounds where little German is spoken. The Vocational Orientation Year, as well as other specific measures for vocational and social integration, are to provide for such young people. Courses are one-year full-time, usually cover two or more very different trade areas, and are frequently provided by charitable organisations using state funds. (See also paragraphs 33-43 of this report)

BERUFSGRUNDBILDUNGSJAHR - BGJ

7 The BGJ is different from the BVJ. It is a basic foundation year designed to be a first year training appropriate for all of a group of the 460 or so defined trades. The design intention is to provide both a better general education and vocational grounding for the young by seeing the commonality of certain basic skills and knowledge. It is to prepare, or lay foundations, for job or work change inevitable in a changing technology. It is regarded with suspicion by employers used to trade-specific training. Although theoretically available in full and part-time form (in co-operation with employers) only the full-time form has expanded, but largely as a 'holding pool' for those unable to obtain apprenticeships. This has served to raise the levels of suspicion in which the scheme is held. (See also paragraphs 44-47 of this report, and Number Three of this series)

APPRENTICESHIPS

8 The biggest programme of all has in a way been the simplest. As a result of big campaigns from the Bund (Federal Authorities) and the Kuratorium[3] the number of apprenticeships offered by employers has increased faster than the age group coming forward over the last eight years. This has been partly an aspect of social policy and partly a conscious stock-piling of skilled labour for the period after 1986 when the number of young people coming forward will fall very low. (See also paragraphs 48-57 of this report and Numbers Eight and Nine in this series)

SPECIAL EDUCATIONAL NEEDS

9 As the pressures on the labour market increase so it becomes more difficult to integrate young people into the labour market as productive workers. In this circumstance the Bund has expanded its support in this area. (See also Section V of this report and Number Six in this series)

III THE CONTEXT

GENERAL

10 The specific study topic for the visiting party was the curriculum, pedagogy and organisation of vocational education and training of the young unemployed and of young people without apprenticeships (young workers).[4]

11 The Federal Republic of Germany in contrast with other European countries is seeking to use and expand their existing training system to deal with potential youth unemployment and to integrate programmes for special groups of young people into this rather than to have special programmes outside the system. This would include, if necessary, introducing special preparatory one-year courses to provide access to the training system.

12 In order therefore to carry out the study and relate the content and process of the FRG approach to that in the UK, the framework within which the curriculum pedagogy and organisation of vocational training is established for young people in general within the FRG had to be explored, although this is set out comprehensively elsewhere. Certain features will have to be reiterated if the curriculum issues, processes and implications are to be understood and comparisons made with the UK (see also Appendices A, B and G).

13 To provide some structure for the presentation of the ideas, information, views and attitudes observed and reported by the study group, it seemed helpful to use a fairly standard framework for curriculum analysis:

a. Who are the young people?
b. What are they being taught?
c. How and where are they being taught it?
d. How is the success of the teaching judged?

14 Although specific curriculum issues and innovations would be covered in the same framework the visiting party tried to keep in mind the orientations implicit in the new UK curriculum models for vocational preparation, in particular, A Basis for Choice - ABC - Unified Vocational Preparation - UVP - Youth Opportunities Programmes - YOP - and also to the common curriculum framework proposed in the Further Education's Unit's most recent publication, Vocational Preparation.

15 The ideas, information, attitudes and views received by the group were defined to an extent by the particular programme of visits and this context is set out here. The report is presented acknowledging the limitations inherent in such a sample of institutions.

16 The programme for the group included visits to seven Federal, i.e. national level institutions concerned with policy making in education and training in Berufsschulen (vocational colleges)[5], offices of three Länder and to others concerned with in-house industrial/commercial and craft training. (See also Appendix F for details)

17 Implementation of vocational education and training policies was studied by visits to ten institutions, comprising three industrial in-house training programmes in large organisations of international reputation, one group training scheme for craft training (the largest in the FRG), two Berufsschulen, two pilot vocational information centres, and a variety of other institutions. In addition, members of the group made a visit to a Sonderschule (Special School), (See also Appendix F).

18 This particular visit programme thus defined the areas of investigation for the group as matters of where and how policy was determined and carried out, and including the views on this problem held by the national agencies visited. In terms of implementation, the visiting party looked at the views held in large scale industrial and craft sector training schemes. Apart from two short visits to Berufsschulen, the group was unable to observe at first hand the implementation of curricular processes and policies in Berufsschulen. Information about these was gathered from a number of excellent reference documents which appeared to be fairly objective, supplemented by the rather one-sided but no less relevant views of the 'in-house' industrial and craft training organisations who, under the law, use the Berufsschulen for off-the-job training and education for young people under 19 years of age.

ATTITUDES TO VOCATIONAL EDUCATION AND TRAINING

19 There is a general commitment in FRG to the training and education of young people, backed up by a legislative framework that simply does not exist in the UK, together with a complex but comprehensive system of curricular production, validation and testing, involving Federal, Länder and local agencies. In all of these the trades unions play an active part. The provision of on-the-job training places and the training function are not only highly regarded but are underpinned by statutory regulations for both large and small firms. There are few or no restrictions in changing jobs and retraining. The net result of all these attitudes is that in excess of 90% of all young people aged 15-19 are either in full-time education, or engaged on nationally recognised and designed full training contracts lasting for the most part for three years (see also paragraph 21 and Appendix A, paragraph

A10). In that sense most young people are removed from the labour market, as a matter of policy, for long term systematic training. For the UK system to resemble the system in FRG a substantial legislative programme would be required and significant changes in attitude would have to occur.

20 There is evidence of unemployment caused by structural and economic dislocation and to deal with this the Bundesanstalt für Arbeit - BFA - (Federal Labour Office)[6] has given assistance. In September 1980 there were 697,000 jobs and traineeships available and 667,000 school leavers. There was still unemployment because many of these unemployed were disadvantaged, particularly linguistically. Many local courses have been set up to assist with this problem. More important was the setting up of an excellent system of vocation counselling, based upon vocational counsellors going into schools to talk to people in groups about jobs and the young people going to the local employment offices and branch offices to be individually interviewed for approximately one hour. (See Appendix B)

21 There was some imbalance reported between the Länder and between trades. Some Länder are industrially more active than others. Some trades are more popular than others and there was, for example, an insufficient supply of would-be apprentices in the building sector but an excess of recruits for motor vehicle repair and servicing. The effect of the down-turn in the economy is creating some uncertainty for 1981. There will be 657,000 applicants for training contracts but the number of places was, at the time of our visit, still to be confirmed.[7] It was suggested that the provision for a training levy, described in paragraph 96d, might have to be invoked.

22 The following were felt to be 'positive' aspects of the system in the Federal Republic of Germany:

a. A high level of political, economic, social and cultural commitment to training.

i. political - accepted aim of training places for all under 18 who wish it, *'Avoid heaps of untrained youth'*.

ii. economic - makes sense in macro terms to have skilled workforce; sense in micro terms as cheaper to train than merely employ as *'young worker'*. *'Prevention is better than cure'*.

iii. social - more acceptable to be trained than untrained. *'Only fundamental decision is not to train'*.

iv. cultural - *'Everybody has to be someplace'*.

b. A wide definition of 'apprenticeship' and defined training, e.g. filling station attendant, swimming bath attendant etc. There is a clear difference between the UK and the FRG application of the word

'apprenticeship' - in Germany the term seems to apply to training similar to an extended 'UVP' in some instances. The style of 'apprenticeship' in FRG does not assume necessarily continuation with the same firm at the conclusion of apprenticeship or even of continuation in the same occupation or even occupational sector.

c. There are no formal entry qualifications for training places.

d. Consistency and continuity are given by staged implementation of nationally agreed plans for education and training.

e. There is a yearly training situation report and monthly statistical updates.

f. There is a positive attitude to controlled and financed experimentation.

A CASE STUDY OF ATTITUDE

23 At the firm of Alfred Schütte in Cologne the group saw a most impressive training scheme in which care was taken to ensure that the apprentice learned as much as possible in the real work situation and was only in the training workshop for the periods of basic instruction or for the reinforcement of skills which it became apparent, when faced with the real situation, had not been thoroughly mastered. It would be dangerous to generalise too much from the experience of this firm because the apprentices were very carefully selected with the aim (usually successful) of keeping them through their adult life. [Examples were given of typical intakes in which 50% of the apprentices came from the Hauptschule (Secondary Modern), 45% from the Realschule (Technical School) and 5% from the Gymnasium (Grammar School).] The firm gave the impression of selecting young people only at the level of ability which suited them. It was interesting to see that firm's thinking in that, whilst accepting the social desirability of employing as many apprentices as possible, there was also an awareness of the need of five years ahead when there would be fewer young people available on the labour market

24 In Alfred Schütte it was also stressed that when looking for young people there were three possibilities in their search:

a. those leaving school in the 9th or 11th grade;

b. those leaving school without any formal qualifications;

c. young people who were out of work.

It was indicated however that the firm had been disappointed in their efforts to help young people under (c). Recently they had selected 20 of whom only 10 had turned up for interview; 5 had actually started work and all had left within 4 weeks.

The firm also indicated that they were prepared to help young people with special needs (but not necessarily handicapped) and where this had been undertaken the young people had successfully completed their course of instruction.

25 The firm showed in a number of ways a paternalistic mode which clearly integrated the apprentice rapidly to the whole working ethos. Even in the second year of training apprentices used extremely expensive machinery and were integrated for part of their time to normal production line work. They were encouraged to *'see the value of themselves and of the machinery'*. They had to learn that *'mistakes were expensive and affected other workers'*. There was a junior works council which sent members to main works council and they were encouraged to see the whole pattern of industrial organisation. The expressed training attitude was of beginning on a narrow front and systematically building an apprentice's experience. No special method was seen as necessary for the slower learners, they just needed more time, more repetition and more intensive teaching. This extremely thorough, if somewhat job specific, approach was mirrored in other training centres visited. The example given at Schütte, as elsewhere was of a high commitment to thorough training. This lies behind the expansion of training places in the last five years.

IV THE CURRICULUM AND INSTITUTIONAL INTERFACES

TRANSITION TO WORK

26 There are various research projects on this topic in respect of young people in the UK, with sometimes conflicting evidence about whether or not transition to work is easy or difficult. (If there is high unemployment the transition may not take place for some years and the parameters of difficulty for the transition of an older unemployed adult will be different from those of a school leaver.)

27 In Britain, even in times of full employment, for about 50% of young people (mainly those who have not achieved much in academic terms) entry to employment has been largely unaccompanied by associated further education or training programmes to raise their general level of skills, encourage continued personal development and so on. Any such development would have taken place in a fairly ad hoc fashion often through the interaction of a young person with a sympathetic, interested employer or other adult who might be from a variety of fields - the youth service, voluntary youth organisations, careers service, probation service, adult or further education sector, the trade union movement. In the FRG there is a long tradition of training and apprenticeship, with vocational training regarded as an essential part of the education system and an important pre-requisite for young people's personal and vocational development, since their prospects in work and life are permanently affected by the vocational qualifications achieved. Thus although the minimum school leaving age is generally fifteen years in FRG, education is regarded as finishing at eighteen at the earliest, since part-time education for all school leavers is compulsory until that age. The training allowance of apprentice wage rates, being often comparatively low[8] compared with adult workers, encourages an acceptance by parents and young people that a three year transition to work/education/training programme has been entered upon rather than work itself.

28 It is reckoned in FRG that there are two periods when a young person is at particular risk in the transition to work, the first when leaving school and finding a suitable apprenticeship, and the second, after completing vocational preparation, when trying to get employment. The former has led to the urgent development of vocational orientation, careers counselling and careers education in the first stage[9] of secondary schooling.[10] However, the problem is not just of making an informed choice but of whether the number and type of

apprenticeships offered 'matches' the employment market and the young person's requirements. (There may be sectoral or regional imbalance as the only traineeships on offer may be in butchery or bakery, whereas the young man wanted to be a motor mechanic.) In spite of these difficulties surprisingly few (2%) trainees change or drop out from training during the three year period.

29 Apprenticeships are offered in 460 defined occupations having a wide variation in status and in ultimate career, lifestyle and earning expectations, and entry to the various hierarchies of occupation depends in effect largely on qualifications gained at school. Thus young people who succeed in the Realschule by achieving the Mittlere Reife (Intermediate Certificate - equivalent to 'O' levels) at 16+ are likely to enter white collar jobs in middle management or to achieve technical status. On the other hand young people who do not do well in the Hauptschule (Secondary Modern School) and who are awarded only an Abgangszeugnis (non-qualifying leaving certificate)[11] may have difficulty getting a job at all. Many young people in these latter groups come from one parent families or are foreign workers children.

30 Attempts are being made to improve equality of opportunity for pupils and the status of the vocational education system as well as the general education system. Among recent reforms have been the introduction of more full-time vocational educational institutions (e.g. Berufsfachschule, Fachoberschule), and in 1974 the idea of the basic vocational year, Berufsgrundbildungsjahr - BGJ - was introduced to give greater flexibility and access to the apprentice training system by offering vocational education in one of 13 broad vocational sectors rather than in one of the 460 job specific areas. The BGJ pilot schemes have been available in a 'full-time' or 'school' form; or 'part-time' on a 'co-operative' basis with industry. The Trades Unions, each of which has a full-time organiser for vocational training, are very supportive of this basic vocational year, which is intended in its full-time form as an alternative to the first year apprenticeship. But industrialists[12] and their representatives apparently consider it too general for this purpose. Those the group met said they would not take BGJ young people into the second year of an apprenticeship but confirmed that BGJ graduates were acceptable to many craft employers who thus saved one year's training costs. (See also paragraphs 51 to 54)

31 The group met traces of conflict also from employers concerning educational developments aimed toward a different type of education system which would deal with the 'whole' student and be more student-centred. This 'human' school approach cuts across much of the authoritarianism and paternalism which perhaps is essential for a training system which relies on the acquiescence of young people to spending three years with a comparatively low training allowance sometimes in occupational areas which are not their first choice.

CHANGES IN THE SYSTEM

32 As the vocational training needs grow one can anticipate the authority of the Bund (Federal Authorities, Central Government) and in particular the Bundesministerium für Bildung und Wissenschaft - BMBW - (Federal Ministry of Education and Science) growing, particularly as it is able to relate to national and some semi-autonomous national bodies such as the Bundesanstalt für Arbeit, which is responsible for careers counselling throughout the country through its regional offices and which has, itself, obtained a foothold in the schools by agreement with the Länder in that its counsellors become involved in the curricular elements devoted to careers preparation. The schools are increasingly introducing preparation for work into their curricula but the counsellors from the Bundesanstalt für Arbeit have a major influence and say in what is happening. The constitution of the Federal Republic guarantees the autonomy of the Länder in educational matters. (See also Appendix A) The Länder have made large numbers of agreements to standardise provision through the Ständige Konferenz der Kultusminister der Länder - KMK - (Standing Conference of Education Ministers of the Federal States of the Federal Republic of Germany). In the last few years these agreements have covered vocational orientation, vocational guidance as well as areas of curricular agreement in apprenticeships. However, pressures also come on the educational system, particularly as far as apprenticeships are concerned, through the role of the Bund in determining the Ausbildungsordnungen (the training regulations and standards for the 460 defined trades). These, although published by tradition by the Bundeswirtschaftsministerium (Federal Ministry of Economic Affairs) are strongly influenced by the BMBW and the Bundesinstitut für Berufsbildung - BIBB - (Federal Institute for Vocational Education). The impact of these Federal bodies is, of course, balanced by the local influence of the Chambers of Industry and Commerce, who are responsible for the examinations which the apprentices take. The interplay of these various authorities is seen by the Germans as being a safeguard but also means that their structure is more complex than it is often believed to be by people simply looking at the 460 accepted trades.

WHO ARE THE YOUNG PEOPLE?

33 It is apparent that since 15-18 year olds are not on the job market in Germany, the youth unemployment problem is both smaller than, and different from, that in England (see also paragraphs 19 and 21 and Appendix A, paragraph A10). Adult unemployment at 4.7% is also much lower than in England at 9.5%. 13

34 The young people who were the subject of the group study, namely the young unemployed and young people without apprenticeships, were, as in England, mainly those without

qualifications or having some kind of educational disadvantage. They included:

a. young people who left Hauptschule at 15 having failed to qualify (and receiving only a non-qualifying leaving certificate) and being uncommitted vocationally. They number about 20% of all Hauptschule leavers;

b. young people who although qualified, do not want an apprenticeship (reported as apparently a new phenomenon);

c. girls (for whom there is a narrower range of opportunities);

d. foreign workers' children who may have attended school in Germany for a limited period (50,000 leave school each year, 40% without a qualifying certificate and only 20% move into apprenticeships. Of the children of Gastarbeiter that possess a qualifying certificate, only 56% of them obtain jobs with vocational training as compared with 75% of German applicants);

e. young foreign workers below the age of 18 with a contract of employment, who have not attended school in Germany, but under German law must attend vocational school (e.g. 95% of those from Turkey);

f. the handicapped, slow learners, including young people from special schools;

g. young offenders.

35 Although the total numbers within these various groups are comparatively small there is an expectation that their size will increase and could cause severe social problems if suitable measures to enable the young people in them to fit the existing training system are not forthcoming. It is worth commenting here that members of the group had great difficulty in accepting that there was any youth unemployment problem in Germany because it was not as manifest as in the UK, but we were told of groups of young people (Turks were mentioned in this context) who drifted from town to town, working illegally in the 'black economy' until official activity caused them to move on. We were also told of well enough qualified young people who had 'dropped out' of the system. Some industrialists blamed this on the move to the 'human' school, with its concern for participation by parents and young people, and a more student-centred approach.

36 The view was strongly expressed that Germany could only maintain its strong economic position by having a highly trained workforce (this view implied a patriotic duty to take part in such training) and because of the falling birth rate even if all young people were trained to their highest potential, foreign workers would have to be invited to work in Germany again in 1985.

37 There is some youth unemployment in West Germany. It is given as of the order of 4-5% and whilst its demographic

characteristics are similar to those of the UK (a 'bulge' at the moment but a rapid reduction due over the next decade) it has little else in common with the UK. The number represented by 5% is of the order of 100,000 and youth unemployment is less than adult employment (total unemployed 1m approximately); any 'recession' is almost insignificant compared to that being experienced in the UK; there are generally still plenty of training places being offered by firms although in a few occupational areas training places are scarce; the immigrant problem is smaller and relates to Turks rather than to 'blacks'; entrance to apprenticeships at 17+ (and above) is less restricted than in the UK; there is national service ... Thus, except for residual 'disadvantaged' groups, youth unemployment is seen as a temporary phenomenon and of relatively small magnitude. Further the 'solution' offered by a broad based 'vocational preparation' year (such as provided by BGJ - Berufsgrundbildungsjahr) although generally supported by the (present) Federal Government and the Unions, is not fully accepted by all employers - who seem generally to maintain that the present apprenticeship system is robust and dynamic enough to cope with the problem. In this, Germany appears to be unique in Europe. Indeed, such is the apparent confidence of the West Germans, they are forecasting a shortage of skilled workers in a few years' time and youth unemployment is described more in terms of a temporary mismatch in availability of training places than in terms of lack of jobs.

38 About half the pupil population in FRG attend Hauptschule.[12] Four options face the Hauptschule pupil upon reaching the minimum leaving age:

a. to take up an apprenticeship in the dual system;

b. to transfer to a Realschule, or exceptionally, a Gymnasium;

c. to enrol in a full-time course at a vocational school;

d. to seek unskilled employment.

A pupil wishing to consider any of the first three must obtain the qualifying leaving certificate (Abschluss). About a fifth of Hauptschule pupils fail to secure this and are consequently issued with a non-qualifying certificate (Abgangszeugnis). Most of these, including many immigrant children with linguistic problems, seek unskilled employment.

WHAT ARE THE YOUNG PEOPLE BEING TAUGHT?

39 Because the aim in the Federal Republic is to feed its young people into the existing apprentice training system where possible, any special measures concentrate on providing necessary preparation for this. They include opportunities:

a. to obtain the Hauptschule qualifying certificate in a vocationally oriented course;

b. to overcome language deficiency;

c. to achieve some vocational commitment and motivation by taking part in 'taster' courses in occupational sectors.

In addition to these direct measures, the Bundesanstalt für Arbeit has increased its provision of career education and counselling, including video, audio and printed matter on a wide variety of occupations. A decision has been taken to make these more readily accessible to young people and their parents through new Vocational Information Centres and Offices (including Mobile Information Offices stationed for 2-3 weeks in sparsely populated areas) and encourage self-guidance and increased vocational awareness and orientation. Careers literature and information about special measures for particular groups is printed in a wide variety of languages to cover the minority groups (no English yet) and is directed at both parents and young people, but as in the UK, foreign workers and their children and other socially disadvantaged groups are less likely to take advantage of this.[14]

40 The Berufsvorbereitungsjahr - BVJ - offers an 'occupational preparation year' with the priority aims:

- preparation for choosing/working in an occupation;
- encouragement and creation of ability/motivation to work in an occupational area and to seek vocational training;
- rectification of impairments in social or learning behaviour;
- possibility of acquisition of Hauptschule leaving certificate.

These exist in a great variety of detailed forms.

41 The BVJ is full-time for 40 weeks and provides 34 hours tuition each week. Six hours of this is usually general education (including German, social studies, economics, which are industrially oriented together with religion and sport). This general education component is a compulsory feature of all German vocational training up to 18 years, and reflects the fact that the trainees are not to be considered as workers but are completing a three year transition to work programme as part of their personal and vocational development. The remaining 28 hours are used for teaching occupational related theory and practice in, for example, three of the thirteen broad occupational sectors (see paragraph) which are chosen by their relevance to local industries, the practical element being kept high to increase motivation.

42 The BVJ is not regarded as training and young people may move from it into the BGJ (see paragraph 30 and 51 to 53) or into employment with or without apprenticeship.

43 Another area of provision is for young people unsuited to vocational training. This includes slow learners, mentally handicapped and some young offenders. Young people are encouraged to move into three or four vocational areas to discover their aptitude and interest. These may be dealing with wood, metal, domestic science, painting and decorating, electrical engineering. One particular problem concerns those young people with insufficient ability to cope with vocational training but whose ability is too high for them to be placed in a sheltered workshop for the handicapped.

44 The special measures for children of migrant workers usually have as one major element a language component and as the other major element access to two vocational areas, both chosen in respect of local labour market needs. Considerable social-pedagogic support is provided to encourage vocational choice and there is also an emphasis on integration into German society. One problem taken into account is ensuring that they gain skills which will offer them employability if they return to their own country.

45 The courses may last up to two years although young people can leave earlier if they can find jobs but to qualify for a work permit young people must have been in a full-time course for 10 months. The courses provide a wide range of basic training in a variety of institutions (including voluntary, Catholic or employers organisations) and often with a large social pedagogic element. Most of these activities by organisations outside the formal Länder institutions are supported by grants from the Bundesanstalt für Arbeit.

46 No certificates are awarded for these courses which must however include introduction to the world of work but comments may be made to teachers as to specific needs (e.g. remedial mathematics) and possible progression.

47 This stress on basic training linked with a general education was the common link throughout the whole system in FRG, the general education varying in scope and adaptation according to the type of apprenticeship being taken. So a craft apprentice would find most of his time devoted to learning his trade and only a small proportion to his general education, whilst the less able young people working in a less skilled situation would find a far greater proportion of their time being spent on general education.[15] This stress on the basic training coupled with general education appeared to be the basis of the confidence which permeated the majority of replies to all our questions about the future, and this factor needs to be considered in any new training initiative which might come into being in Britain.

48 In many training and education institutions visited there was an awareness of the large and possibly growing area of need as far as young people were concerned who were just 'missing out' because they had not obtained the relevant qualifications upon leaving school or who had been in Special Schools[17] but were not handicapped or for the children of Gastarbeiter for whom

special courses lasting at least 10 months had been introduced. In practice these courses were of 12 months' duration because of the two months basic German in the course. This was one of the major initiatives for the young unemployed but all the young people involved in this fall into a specific category and it was stated that if they failed this course twice nothing further was done for them.

49 The system in the Federal Republic is built upon the ideas that if a person is trained well and in depth over a three year period, then traditional skills can be used as a platform upon which to retrain for more specialist or other skills at a later date.

50 Generally the aim is to preserve training of quality for all people and this cannot be at the expense of quantity. Any fall off in quality is recognised as detrimental. To this end pre-vocational courses and special measures have occurred to safeguard the quality by raising the standard of young workers. Finally it is recognised that the quality of training, even in traditional skills, provides a platform for further specialised training or mobility into other industries or mobility and training into newer industries.

APPRENTICESHIP EXPERIMENTS AND DEVELOPMENTS

51 With the pressure upon the Dual System caused by the people of lower ability needing to gain apprenticeships, the Länder began to offer full-time one-year pre-vocational courses to commence at the age of fifteen years. These one year schemes called BGJ (Berufsgrundbildungsjahr) were of a more general nature than the specialist schemes in the firms under the Dual System and represented an approach to thirteen broad occupations and areas rather than 460 training occupations (see also paragraph 30). The broad occupational areas were agreed to at the Kultusminister Konferenz together with the educational objectives for the general curricula for the occupational areas. These are:

a. to be able to understand the inter-relationships between industry and society;

b. to make a clear decision upon career choice;

c. to be occupationally mobile;

d. to undertake some occupational demands with training.

52 Some general education is included in all schemes, and although the traditional day release schools (Berufsschule) began to take full-time students into these courses, other mixed forms (co-operative with industry) of the same BGJ courses are being developed. In some instances firms are willing to provide the broad occupational year and teachers from the Berufsschulen go to the firm for part of the week. Some Hauptschulen are also willing to link schemes with Berufsschulen. Some schemes are placed in Group Training Centres.[18] In general the full-

time courses are adapted to areas where there are particular groups of lower ability or socially disadvantaged schemes and the major priorities become wider to include the rectification of impairments in learning and social behaviour, the possibility of a leaving certificate, the creation of the motivation to choose a specific occupation as well as some preparation for the broad occupation group. The proportion of general education rests upon the learning impairments and so the BGJ standard scheme is wide enough to take account of a broader selection of clients in various institutions, including some special elements for non-German speakers.

53 These experiments with the first year of apprenticeship, particularly their hope to make it more general in nature, are still hotly debated and, although the educational world appears to be enthusiastic with some reservations, the industrial world does not universally see this year as a substitute for the first year of an apprenticeship, even if it does count as such. The idea was mooted that in practice young people have to do more than a further two years after this experimental first year if they are to attain appropriate standards in their training.[19] The attempts to provide alternative apprenticeship opportunities through institutions such as the Gewerbeförderungsanstalt (see also note 18) are interesting and it may well be that some of these ideas should be applied to the training workshops which are being developed in Britain and which, at the moment do not appear to offer a complete training opportunity to the young people involved in them. Finally, some of the work being done there for the children of Gastarbeiter may be of general interest if applied to young people in this country who need some form of remedial help. This has been the impact of some of the MSC initiative and perhaps our thinking is already reasonably developed in these areas.

STAFFING ISSUES

54 The group also noted in the FRG the following frequently reported difficulties in developing the system:

a. lack of effective liaison and communication between the many discrete elements;

b. lack of equivalence between academic and vocational qualifications;

c. lack of status for workshop teachers and activities in education system;

d. failure to capitalise on the key role of Master Craftsmen as Industry/Training/Education link at grassroots level;

e. an over academic attitude and approach of teachers in Berufsschule;

f. lack of enthusiasm for basic year in Berufsschule;

g. specialised nature of Berufsschule makes general training difficult; [20]

h. pro-active curricula 'imposed' from above: unstructured reactive response from below;

i. insufficient staff development activities to encourage fresh attitudes and approaches by teachers.

WHERE ARE THE YOUNG PEOPLE BEING TAUGHT? HOW IS THE SUCCESS OF THE TEACHING JUDGED?

55 The traditional system of vocational education and training in FRG is the Dual System; by this we mean a system whereby all young people on a training contract receive day-release from the firm to attend a Berufsschule where they receive a course of vocational education which is appropriate for the job and the defined industrial training they receive in the firm. Maintaining an effective co-ordination between the two halves of the Dual System is difficult,[21] but the final responsibility for success lies with the firm and the local Chamber with which the apprenticeship is registered. In the end, the Chamber examines the young person and awards them their skilled status. It is impossible not to comment on the very close relationship of the invididual firm, the Chamber, and the status of the skilled worker. Skilled status can only be awarded by the Chamber which supervises all apprenticeships. In addition to objective tests and written papers the Chambers rely on reports from firms and make use of viva examinations in many instances. This is reinforced by the fact that training must be supervised by Meisters (Master Craftsmen), a status that is similarly tested, and access to which is only possible through the skilled status (see also paragraph 94).

56 Three firms and a Chamber were visited to acquire the feel of the situation. These were BASF in Ludwigshafen, where the party looked particularly at the training of mechanical and maintenance craftsmen for one of the largest chemical works in Europe; Mahle in Stuttgart, a firm specialising in making precision pistons and motor components; and Alfred Schütte in Köln and the National Federation of Chambers of Industry and Commerce in Bonn. The party also visited the Gewerbeförderungsanstalt in Düsseldorf, owned by the Handwerkskammer (Chamber of Crafts) in Düsseldorf where all first year apprentices of all employers of the Chamber receive a one year off the job training. (See also paragraphs 61 and 62)

57 At the three employers one was left ultimately with the impression of a very strong somewhat inflexible structure in which the apprentice had to conform to the structure and apprenticeship as laid down. None had a high opinion of the BGJ; and two reported the necessity to give extra theory lessons to supplement the work of the Berufsschulen. All three were locally respected as employers and trainers and found it easy to recruit and retain the best apprentices. All three had very impressive training schemes and training

workshops. The party acknowledges the difficulty of generalising from this sample but noted that the representatives of the Chambers of Industry and Commerce, although more restrained, basically confirmed the impressions and attitudes received from employers. (See also paragraphs 23 to 25)

THE BERUFSSCHULEN

58 The Berufsschulen in spite of the legal requirement for part-time attendance up to the age of 18 have a difficult role to play. They are viewed on the one hand critically within the schools system in relation to the Gymnasium and by industry on the other hand which stands strictly by its monopoly of on the job training. We were informed that there are approximately one million immigrant children up to the age of 16. It seemed schools did not have the necessary resources and expertise to deal with these children and their cultural and linguistic differences. What then is the contribution of the Berufsschule?

59 The schools systems gave an impression of co-ordination in the way in which they deal with the more able child, but there is a considerable diversity of provision for the remainder who are the majority of young people who take up training places. There are examples of close working relationships in some Länder between the education authorities and both sides of industry. The party was left uncertain that there was always adequate consultation and the necessary power base to ensure that the education service can achieve a satisfactory working relationship with its partner in the dual system.

60 In some instances firms were willing to provide the broad foundation year (BGJ) and teachers from the Berufsschule went to the firm for part of the week. Schools (Hauptschulen) also were willing to link schemes with Berufsschule.

61 At the Gewerbeförderungsanstalt and at the Berufsschulen there was an awareness of the large and possibly growing area of need as far as young people were concerned who were 'just missing out' because they had not obtained the relevant qualifications upon leaving school or who had been in Special Schools but were not handicapped. Similarly there was an awareness for the needs of the children of Gastarbeiter[22] for whom special courses lasting at least ten months had been introduced. In practice these courses were of twelve months duration because of the two months basic German in the course. This was one of the major initiatives for the young unemployed but all the young people involved in this fall into a specific category and it was stated that if they failed this course twice nothing further was done for them. The desirability of giving apprentice opportunities to young people who had not succeeded in finding employment in a firm was particularly appreciated in view of the shortage of workers which is expected in a few years. This was stressed in firms, in institutions and at national level and was linked with the awareness that it may be necessary to

involve more children of Gastarbeiter, many of whom, by the mid 80s, will no longer be Gastarbeiter if the European Community expands as envisaged.

62 The whole of this awareness is based on the assumption that there will be no major recession in the manufacturing industry and when pressed on this point there was a confidence that there would be no major recession. Institutions such as the Gewerbeförderungsanstalt offer full apprenticeships to those whom it proves impossible to place in a firm during the course of the normal three year apprenticeship period. Attempts are made to find posts for the young people in firms but it is accepted that if this is impossible then they must be allowed to finish their training and thus qualify to offer themselves on the labour market. (This part of the structure differs from the UK structure because the Industrial Training Board system has not been subject to major modifications over the years, although there are now signs that this may be necessary if training is to remain alive in a traditional form in this country.)

63 The attempts to provide alternative apprenticeship opportunities through institutions such as the Gewerbeförderungsanstalt are interesting and it may well be that some of these ideas should be applied to the training workshops which are being developed in the UK and which, at the moment, do not appear to offer a complete training opportunity to the young people involved in them. Finally, some of the work being done for the children of Gastarbeiter may be of general interest if applied to young people in the UK who need some form of remedial help. This has been the impact of some of the Manpower Services Commission - MSC - initiatives and perhaps our thinking is already reasonably developed in these areas.

64 The visit to the Deutscher Gewerkschaftsbund - DGB - (German Federation of Trade Unions) revealed different perspectives with respect to employer/employee/government relationships, than were obtained elsewhere. The DGB was less happy about the dual-staffing philosophy in the colleges, Teachers and Meisters (Master Craftsmen),[23] a system considered suitable by the employing authorities. It was in favour of Gesamtschulen (comprehensive secondary schools) and of fewer recognised apprenticeship classifications. These views were in direct contrast to those of the Bundesverband der Deutschen Industrie - BDI - (Federation of German Industry) who seemed to prefer the present majority system of Hauptschule (main school), Realschule (intermediate school) and Gymnasium (grammar school), and who also preferred the retention of the large number (460) of recognised apprenticeships with their specific training. Similarly, the DGB were critical of the quality of some of the apprentice-training, especially in the smaller firms. This tended to be challenged by the BDI who maintained that the local Chambers of Crafts and Commerce with their framework of tripartite committees (representing the three 'social partners' of employers, employees, and government), did monitor standards and in fact had a legal obligation to do this. All parties, however, were agreed that vocational counselling, at all ages,

needed to be improved, if only to improve the match between training and employment opportunities.

V SPECIAL EDUCATIONAL NEEDS

OVERVIEW

65 Although the Sonderschule may be seen as broadly comparable to the United Kingdom 'Special School', closer observation shows that the educational remit of the Sonderschule is much wider. In fact the spread of special educational needs catered for by the Sonderschule is greater than that catered for by its United Kingdom contemporary. Along with the more obvious handicaps the Sonderschule is used as a backing for the ordinary school system, offering compensatory education for those young people who fall behind in the schools for health or social reasons, added to which many of the children of the Gastarbeiter, or immigrant work-force, find their way into the Sonderschule because of their lack of a satisfactory command of the German language. This language deficiency often prevents their gaining a satisfactory school leaving certificate, a requirement for the acquisition of an apprenticeship or training place. The broad and growing categorisation of the groups that end in the Sonderschule is a source of some concern to the trades unions. (See also note 17)

STUDENT IDENTIFICATION

66 A student is selected for the Sonderschule by means of recommendation being made by three groups:

a. A doctor, who may certify that the student falls into the groupings of one of the physical or mental handicaps, by medical definition.

b. The schools, who, having received the student into 'normal' education, find that there is some hindrance to normal learning patterns or methods. A school may also recommend that a young person attend the Sonderschule where they have fallen behind their peers for any other reason, such as a prolonged absence for health or social reasons.

c. Consultation of the Arbeitsamt (Local Employment Office), may also take place for those moving to the Sonderschule in later school years.

67 In addition to these groups, parents may approach a Sonderschule direct to ask that their child be admitted. Likewise the parent of a child recommended for admission may

object to such and ask that the child be placed in an ordinary school. Provision is made to allow the authorities to enforce attendance where a child is believed to be at risk.

68 In all cases the Sonderschule itself will administer a range of tests to establish the student's individual needs and deficiencies.

VOCATIONAL PREPARATION FOR THE SPECIAL SCHOOL LEAVER

69 Within the area of Nordrhein-Westfalen an extra year of compulsory education has been added and it is expected that this will become standard throughout the Federal Republic in the near future. This allows the Sonderschule student to take one of three options:

a. To remain at the Sonderschule itself for the additional year.

b. To attend a Berufsschule that makes some provision for the low-level student and offers the Berufsvorbereitungsjahr, or preparatory vocational training year.

c. To attend one of the few residential training establishments that are for students with severe handicaps.

70 Within the Sonderschule visited in Düsseldorf the curriculum was carefully structured and directed to the preparation of the school leaver in his/her last three years at the school. In addition to the usual school subjects an element of job sampling was included for the years 8, 9 and 10.

71 This starts with whole day visits to local firms to gain an appreciation of the world of work. It does not aim at this stage to give specific careers guidance. During the ensuing years this develops to two week placements, but is still not aimed at giving specific careers guidance, though it is narrowed to give insight to particular areas of work thought suitable for the student, taking into account the individuals own handicap. The exception to this is to be found with the severely handicapped who are placed where possible in firms who are sympathetic and likely to be able to offer employment at the end of schooling.

72 All students receive constant counselling, being encouraged to attend the Arbeitsamt, where possible; for those not capable, advisers call at the school.

73 A suggested curriculum for the Berufsvorbereitungsjahr in the Berufsschule is as follows:

An orientation period with a practical approach covering up to five areas of work that are seen as being suited to the low level student. These may include:

a. wood
b. metal
c. electrical
d. clerical

This will be combined with a period that encourages the student to select one particular area of work. This will be based on a mixture of desire and personal aptitude.

74 Classroom work in theory to supplement the work that is done in the workshops is also provided.

75 There is also a personal development programme which might be seen as being roughly comparable to the social life skills programme in operation in the United Kingdom. It is designed to develop the personal confidence and social ability of the individual, along with the skills of problem-solving and responsibility.

76 Comparatively few residential centres are available and most seem to be based around the existence of workshops for the rehabilitation of the victims of industrial injury. The actual placement is open-ended and the student may stay as long as is needed to train him/her for work. Although some of these centres are provided by the authorities, most seem to be founded by the church, insurance companies (for the retraining of the industrially injured), or charities. There is no overall financial support given but it is possible for the parents to obtain a means-tested grant.

77 It would seem that among the young unemployed in the Federal Republic of Germany there is a very high proportion of those who have received no after-school training in a recognised area of work skill. The visiting party felt that further mutual exchanges of study groups in this area would be useful.

78 Inevitably, the nature of handicaps varies considerably; nevertheless the general principles of provision are the same. Following graduation from the special school at sixteen, the student will normally enter a one-year course based at the Berufsschule, designed to prepare him or her for entry into the dual system or further full-time courses. The one-year course not only develops manual skills to a very high order but also aims to train the student in the disciplines of adult life by insisting that the student follows a regime that is as close to that followed in industry as possible, with strict times and high quality requirements.

79 It is in the instilling of very high standards that the success lies in terms of placement and the confidence of industry in accepting these youngsters. The Group visited a class of Lernbehinderte (Educationally Sub-Normal) pupils in a Stuttgart Berufsschule where all but one of the boys had work placements in March for the following September. The single individual was also expected to find work as a postman.

80 The quality of the work seen was largely the result of the close relationship the boys have with the Meister with whom they spend most of their time. He was not only able to inspire a high degree of self-discipline and skill, but also through his informal contacts with industry find appropriate placements within the dual system due to his own broad industrial experience. Had he needed it, the Meister also had the support services of the Arbeitsamt (Local Office of the BFA).

THE VOLUNTARY AGENCIES

81 The solution which has been adopted is to employ a number of voluntary agencies, such as the Churches, to undertake the work. In Berlin, the Group visited one such institution run by the Christliches Jugenddorf; the equivalent of the YMCA. This institution prepared Turkish young people between sixteen and eighteen for entry to either the dual system or full-time courses at the Berufsschule.

82 The one-year course began with compulsory modules in metal and woodwork, domestic science and catering, dressmaking and interior decorating. Following this introduction, a choice was made, largely along gender lines, for one of the specialist occupational areas. Employing a combination of teachers and Meisters, the courses integrate skill training with the theoretical aspects of the subject, together with language work. In the dressmaking section, for example, in the same room running parallel to the industrial sewing machines were domestic machines, and in the catering section, industrial kitchens were in the same areas as domestic facilities, thus combining an introduction to life and social skills with the main stream course.

83 The whole institution is serviced by counsellors from the Federal Labour Office who also arrange placement following visits to the Berufsinformationzentrum (Vocational Information Centre). As with other schemes, this scheme had a high degree of placing success. Nevertheless it is a highly expensive operation since despite its five year projected life-span, it is extremely well resourced, with large workshops, modern machines and even a small hotel complex. In addition, the students themselves receive a grant of up to 450 DM a month, depending on parental income.

84 If there are economies, they seem to be in the staffing area; both Teachers and Meisters being salaried and working under conditions of service inferior to their equivalents in the statutory sector and employed on short-term contracts only. Surprisingly, despite the provision of a language laboratory, there is no language specialist teacher. However, this is partly compensated for by employing staff who are themselves Turkish.

85 The limits of this solution to the Turkish problem are indicated in the fact that this institution accounted for 250 of the 650

places funded by the Federal Government. Inevitably, such an expensive programme must have restrictive limits. Also questions remain about whether the short term nature of employment and inferior remuneration can attract staff of the right quality and whether they are able to accumulate the experience and expertise that was seen in, say, the teachers of the handicapped in the Berufsschule.

86 The contracting out to the independent sector, no doubt provides a flexible, if limited, solution to the problems of the minorities. But doubts remain, despite the standard of work in evidence in Berlin, as to whether this is the best educational solution or the best use of resources.

VI A CONSIDERATION OF STRUCTURAL DIFFERENCES

87 The scale of thinking and provision in the area of the education and training of 16-19 year-olds between the Federal Republic of Germany - FRG - and the United Kingdom - UK - are so different, that the simple adoption by the UK of a piece of the FRG system as a solution to our 16-19 problems, is unrealistic. The conflicts within FRG between central and local policies, between education and training, between employers and unions, although familiar, tend to obscure for the intinerant observer from the UK the more substantial framework of provision in FRG. There is in FRG a general commitment to the training and education of young people, backed up by a legislative framework that simply does not exist in the UK. There is a complex but comprehensive system of curricular production, validation and testing, involving Federal, Länder and local agencies. In all of these the trade unions play an active part. The provision of training places or contracts by employers and the training function are not only highly regarded but are underpinned by a statutory form of approval for both large and small firms. There are few or no restrictions in changing jobs and re-training. For the UK system to resemble the FRG system a substantial legislative programme would be required and significant changes in attitude would have to occur.

88 At national level the structures are separated and there are signs of growing tension between KMK and the Bundesministerium für Bildung und Wissenschaft. The responsibility which the latter body has for vocational training is being used as the lever to probe into educational matters in general and although the KMK is stoutly defending its position, the KMK can ultimately only possess the authority and power which the Länder choose to delegate to it. In general they do this fully.

89 The size of the problem of unemployment in the 16-19 age group in the Federal Republic of West Germany is smaller than in the United Kingdom. As the recession deepens there are signs that the problem will increase, but again not as rapidly as in the United Kingdom. There have been measures to reduce the effects of the increasing youth unemployment, and these have largely consisted of working within the framework of the existing system of vocational education. That system reflects historical and statutory elements which are contained within the social structure.

90 In practice the potential problem of youth unemployment has been met largely by expanding the number of full apprenticeship training places rather more rapidly than the age group

has expanded. This has been done by the employers for two main reasons:

a. The Kuratorium der Deutsche Wirtschaft, a federation of employers organisation, has vigorously campaigned for this, pointing out the rapid decline in the number of 15-year-olds in the period 1981-1991 (more rapid than the UK) and the potential shortage of trained workers from 1987 onwards.

b. To avoid interference from Federal Government (controlled by the Social Democrats). (See also paragraph 96d)

91 It seems that the status of vocational training in Germany within the whole educational system is higher than in the United Kingdom. The existing structure: the 'Dual System' reflects a very practical approach with training being undertaken within the firm and the theoretical basis received in the Berufsschule (part-time FE institutions). The statutory provision makes education up to the age of 18 years compulsory with one year full-time (after the school leaving age of 15 years) and two years part-time. This system in no way jeopardises the opportunities of those who wish to enter higher education upon a full-time basis because they study full-time until 19 years and then enter University.

92 The centralised statutory process recognises 460 training occupations which are outside the system of higher education. Each trainee has a three-year contract with his employer which ensures that the compulsory training occurs, and the onus to gain employment is upon the intending trainee. If a person has undertaken training and then becomes unemployed, he will receive unemployment benefit because he and his employer have both contributed to such a scheme. However, if the young person does not obtain a training place, then a social benefit can be obtained which is a lower level payment than the unemployment benefit. Furthermore, while the person trains, he receives a wage higher than the social benefit and the unemployment benefit, and so the motivation of the young worker is increased and with the wide range of crafts available, there is certainly scope for choice.

93 The Berufsbildungsgesetz (Vocational Training Law) of 1969 relates to the establishment, content and termination of the contract between firm and trainee, including such items as payment of remuneration, regulations of relevant teaching and technical qualifications, nature and equipment of training centres, content, examinations and retraining. The laws such as this are established at Federal level, but the interpretation and initiation operates at the level of the Länder, of which there are eleven. The 69 local Chambers of Industry and Commerce and the 43 Chambers of Crafts are responsible for syllabuses, examinations and vetting the training place. Consequently the Federal Government's responsibility for training is different to that observed in the United Kingdom, because the Bundesministerium für Bildung und Wissenschaft (Department of Education and Science) is responsible for vocational training which means that the traditional

structural differences between education and training are far less observable in the German system than in the United Kingdom.

94 There is a high level of general social commitment to and respect for training. The monetary and social status of the skilled worker in FRG is high, and this is often seen within FRG as well as the UK as a key to the success of the West German economy. It should be added that the further status of Meister (Master Craftsman) may also be regarded as crucial to the status of skilled worker. This higher status is achieved by further study after experience as a craftsman, and grants are available from the Bundesanstalt für Arbeit - BFA - (Federal Labour Office) to support these studies. In law one must be a Meister to register and practice certain trades, to be an employer, to take on or supervise apprentices. Many large firms also make this a normal qualification for supervision in work places. Furthermore skilled status gives access to further training for the qualification of Techniker (Technician).[25]

95 Since 1976, and as the observed recession has significantly increased, an additional 400,000 training places have been created, which have alleviated some of the worst effects of youth unemployment, while still leaving the traditional choice of occupations with the fifteen year old school leaver. Unfortunately, the number of training places in the United Kingdom has fallen during a recession which has led to a Youth Opportunities Programme with an entirely untraditional approach, at a very low level of systematic training.

96 The input into the German system which enable the firms not only to offer but also to be motivated to want to offer these extra training places are as follows:

a. the wages of the Jungarbeiter are nearly as high as those of mature workers, but a trainee obtains far less money, so that increasing the number of trainees is of lower cost than in the UK; and parents expect to provide support for young apprentices (See also Note 8);

b. the Trade Union structure is far more broadly based than in the United Kingdom, despite the traditional 460 crafts and occupations, and agreements with trade unions exist which stop mature labour being made redundant to provide extra training places;

c. the traditional system of being trained within the firm, up to Journeyman and then Meister level has been ingrained into German industrial society for several centuries and taking extra placements is a matter of absorption (see also paragraph 97);

d. a new law on the 'Promotion of Training Places' in 1976 - Ausbildungsplatzförderungsgesetz - introduced financial regulations which would have implications for the firm. The law is now being tested in the Supreme Court, but it seems the threat of that law has persuaded firms to offer the increased facility.[26]

97 However, the additional 400,000 placements have been obtained in a traditional system with a highly structured vocational training, supplemented by day or two day release to the Berufsschule. During the period 1976-80, training placements lowered dramatically in the United Kingdom and a system of Work Experience on Employers Premises - WEEP - was initiated. This gave very short periods of work experience with the opportunity of a period of day release for 'life and social skills training' - largely rejected by the employers. The West German system is built upon the ideas that if a person is trained well, and in depth over a three year period, then traditional skills can be used as a platform upon which to retrain for more specialist or other skills at a later date. Unfortunately these premises were not underpinning the early attempts at WEEP.

98 The new training places within the traditional system worked well until 1978/79 when the numbers leaving school at fifteen years of age seemed to be higher than the additional training places offered. This time more specialised measures came to the fore, not only from the BMBW, but also the KMK, the Länder, the BFA and also initiatives from private institutions.

QUESTIONS FOR THE UK

99 In viewing the structural differences behind the UK and the FRG responses to Youth Unemployment we therefore need to consider:

a. Should the UK go for a planned manpower approach to training resting upon a broad platform of well trained skills available to everyone (at whatever age) and specialist modular training resting upon structural economic needs?

b. Any improvement in broad training prospects for workers needs to be preceeded by a wider acceptance of their skills throughout all industry. How can this be achieved?

c. What aspects of skills technology and training should be incorporated in the last year at school, i.e. vocational preparation, work experience, link courses with FE?

d. Should initial training schemes be more broadly based in the UK, rather than narrowly structured as is now the case with many training boards?

e. Should systems of vocational guidance be improved and be common through schools and further education with a stronger link to Job Centres and MSC?

VII RECOMMENDATIONS FOR CONSIDERATION IN THE UNITED KINGDOM

100 In the previous section of this report various structural and cultural differences have been considered. Some of these differences may be described as deriving from different attitudes, other differences derive from structural features within FRG that are quite simply hard to recreate in the UK. The visiting party would like to urge a change of attitudes so that systematic and thorough vocational education and training becomes, in the UK, more highly valued than it is now. It is clearly more difficult to try to transfer to the UK the tradition of strong and active Chambers of Industry and Commerce, of participative Trade Unions, and the traditional high training and high status of the craftsmen and master craftsmen.

Nevertheless, in the light of their experiences in the Federal Republic of Germany, the visiting party suggests that active consideration should be given by the appropriate authorities in the United Kingdom to the following administrative or legislative developments, drawing on experience from the Federal Republic where this is relevant.

FOR THE SHORT TERM

101 The visiting party wishes to recommend:

a. Accelerated development of effective vocational preparation for young people in schools and during the first year of working life (cf. Arbeitslehre and BVJ; BGJ).

i. That all vocational courses for 16-19 age group should be organised in three tier, i.e. on pre-vocational (general) course in the first year, followed by a more specific course in the second year. The third year should normally be devoted to specialist education and training. All phases of such a programme, as appropriate, should be available to adults who wish to retrain later in their working lives. These courses should be nationally validated, undertaken in a variety of institutions and by any mode of attendance or study.

ii. That mechanisms to ensure the national quality should be enforced so that disparate institutions and mode of attendance have an acceptance of national quality.

iii. That all available training schemes and places in all institutions and industry be filled.

b. Grant aiding of young people following the above and other vocational-preparation post-school courses.

c. Development of national standards of trainer competence for all industrial tutors or trainers, along the lines indicated in the 'Meister' training in FRG.

d. Requirement for employers to release employees under 21 for training and related education on an appropriate part-time basis without loss of earnings.

e. Requirement for employers to release employees who have completed an agreed period of service to update knowledge and skills without loss of earnings.

f. Ensuring that full use is made of available EEC social funding to encourage experimentation in vocational education and training, and this is given urgent attention.

g. Establishment of a Research Centre to promote and co-ordinate curriculum development initiatives; to evaluate and disseminate results of experiments; and with the financial resources to fund experimentation at a national level and on an extended basis (i.e. both in terms of time and numbers of centres involved). Such a centre could comprise a new organisation or the extension of an existing organisation having a comparable remit (such as the FEU or the MSC).

FOR THE LONG TERM

102 The Working Party therefore wishes to recommend:

a. That the national agencies for education and training be supervised and planned and co-ordinated by one national ministry, i.e. Department of Education and Training (DET).

b. That the schemes of allowances and grants for all forms of vocational preparation, including YOP and education-based courses, be re-ordered by comparison with the rate paid to unemployed young people, so as to help motivate young people to use non-employment more positively.

c. That a co-ordinated national scheme for pre-vocational (general), specific vocational and specialist vocational courses be designed in detail by the national agency to undertake the task, having due concern for existing agencies, local problems and new industries.

d. Plans for inter-agency development (i.e. TUC, CBI, Careers Service, FE, MSC) of the New Training Initiatives be drawn up at local, regional and national level.

e. Improvement and expansion of Careers and Counselling services.

f. Development of national standards of vocational training and education, together with the systems necessary to monitor adequately and enforce these standards in both statutory and voluntary agencies.

g. Exploration of the possibilities of utilizing the existing work experience schemes as mechanisms for vocational training and education acceptable as valid experiential qualification for further training.

APPENDIX A : THE DUAL SYSTEM

A1 The Federal Republic of Germany comprises the 11 Länder (States) and under the basic constitutional law of 1949 they are responsible for all educational matters. At that stage of the establishment of the Federal Republic there was a distrust of strong central government and a determination to establish the Länder as autonomous in these matters. Some co-ordination is nevertheless needed since for example the Basic Law guarantees the freedom of movement, the freedom to choose one's place of work, and one's place of education. Therefore the Länder must co-operate to ensure that the structures, institutions, curricula and leaving certificates are broadly comparable.

A2 The chief organ for co-ordination has been the Ständige Konferenz der Kultusminister der Länder in der Bundesrepublik Deutschland (Standing Conference of the Education Ministers of the Länder of the Federal Republic of Germany) usually known as the Kultusministerkonferenz or the KMK. This was established shortly before the Federal Republic and has made several hundred agreements, being particularly active in the period 1954 to 1964 when much standardisation was achieved. Success here is in part due to the fact that within each Land a tight central control exists.

A3 This has in effect standardised the first (or compulsory) stage of secondary education into three main types of school in which the first two years are an orientation stage with syllabuses common to all types of school so children can be easily transferred if their original placement proves unsuitable. Selective schooling is still the norm.

a. Hauptschule (Secondary Modern or Main School) attended by half the age group, and offering classes up to Grade 9 (15 years). The leaving certificate indicating a satisfactory completion of the school work is called the Hauptschulabschluss, giving entry to a variety of trade training and some full-time courses in the second stage secondary education.

b, Realschule (Technical Grammar) attended by a quarter of the age group, and offering classes up to Grade 10 (16 years). Students can then take the Mittlere Reife (Intermediate Certificate) which is an entry qualification to full-time FE (Fachoberschule). Alternatively, students may leave full-time schooling and take up employment, usually with on-the-job training and with compulsory day-release.

c. Gymnasium (Grammar School) attended by a quarter of the age group, and offering full-time academic courses up to Grade 13 (19 years), preparing students for entry to higher education. Pupils at the end of the course take the Abitur examination which gives access to University and Higher Education. Pupils who leave at the end of the tenth grade with satisfactory performance are regarded as having a Realschulabschluss or Mittlere Reife.

The exact proportion of entry to each type of school varies from Land to Land.

A4 Through the KMK an agreement has been reached that all Länder shall experiment with the Gesamtschule (Comprehensive School). Full integration is difficult because the leaving certificate for the traditional three types still dominates employers' minds. Some Länder are more enthusiastic about this provision than others.

A5 At the end of compulsory schooling about 60% of the young people leave and take up a vocational training contract. The traditional (and basic) system of vocational education and training in the Federal Republic of Germany is known as The Dual System. Under this system a young person on a training contract or apprenticeship receives appropriate vocational training in the firm with which the contract is made and also, by Law, has to attend a vocational school for one day a week where an appropriate vocational education is provided. This system is in essence well established and is generally highly regarded. Maintaining co-ordination in the system is not easy.

REGISTRATION OF BUSINESSES

A6 All business activities (individuals or firms) must register with the local Chamber (Kammer) and pay the appropriate fees to the Chamber. The Chambers are established under public law, are non-profit making, have compulsory membership and achieve high participation by members in electing and participating in the collective affairs in the main Council and its committees. They provide a wide range of services and advice to their members, some providing stock exchanges and export guarantees. They also provide a mechanism for co-ordinating opinion on public issues of economic affairs, economic development, trading law, tax and education and feeding this co-ordinated opinion to Federal and Land authorities. The Chambers have a regional basis. There are also voluntary organisations that have an industry or sector basis.

A7 Most firms register with the local Industrie- und Handelskammer (Chamber of Industry and Commerce) but firms carrying out activities within the defined list of 125 'Handwerk' trades may register with the local Handwerkskammer (Chamber of Crafts). Most firms in 'Handwerk' are small. They are the butchers, the bakers, the cabinet makers, the jobbing builders, the hairdressers and so on. Frequently, when they grow large, or diversify, they transfer their registration to Industrie- und Handelskammer.

A8 Currently, the detailed arrangements and legal authority of the Vocational Training half of the Dual System derive from two main Federal Acts:

a. Berufsbildungsgesetz - 1969 (Vocational Education Act)

b. Berufsbildungsförderungsgesetz - 1981 - (Vocational Education Development Act)

The object of initial training is defined in the 1969 Act as follows:

> *"to provide through a systematic training programme a broadly conceived basic preparation for an occupation and the necessary technical abilities and knowledge to engage in a skilled form of occupational activity. Initial training shall also enable a trainee to acquire the necessary occupational experience."*

A9 Under the Berufsbildungsgesetz (See A8a) the basic position is as follows:

a. All training contracts must be registered as being for one of the 460 or so occupations defined and established by the Bund.

b. The training contract must be registered with the Chamber with which the employer is registered (all businesses must be so registered) and supervised by that Chamber which will conduct the terminal examination and test for the award of skilled status.

c. The training and testing will be within and to standards established in the Ausbildungsordnungen (Training Regulations) issued by the Bund.

d. All workers on training contracts are guaranteed day release for the length of the contract (under Länder law derived from KMK agreements all workers under 18 - with or without training contracts - are required to attend Berufsschule on day-release).

A10 By long tradition the Ausbildungsordnungen are issued by the Bundesministerium für Wirtschaft - BMW - (Federal Ministry for Economic Affairs but in practice since the establishment of a Bundesministerium für Bildung und Wissenschaft - BMBW - (Federal Ministry of Education and Science) in 1969, the detailing of these is supervised mainly by the BMBW. In practice the bulk of the work is carried out by the Bundesinstitut für Berufsbildung - BIBB - (Federal Institute for Vocational Training), a large research and development institute largely responsible to and established by BMBW but having a measure of independence. BIBB also conduct basic research, statistical monitoring and develops teaching and training materials and equipment.

A11 The Länder co-operate to provide appropriate vocational education and through the KMK issue Rahmenlehrpläne, appropriate syllabuses in an outline form thus providing a comparability of education between Länder. Most Länder have a process of further detailing this syllabus and providing

advice and teaching materials to the Berufsschule. In more recent years KMK and the Bund have agreed a process for the co-ordination of a simultaneous revision of the Ausbildungsordnungen and Rahmenlehrpläne (this is described in Item 1 of the bibliography contained in Appendix G). This further improves the process of co-ordination.

A12 While it is always difficult to establish precise comparability between standards in different trades or subjects, it is still clear that many Ausbildungsordnungen (and Rahmenlehrplane) are not of comparable levels of difficulty or achievement when compared to 'skilled trades' in the United Kingdom - UK. Most require a three year period of apprenticeship, some two and a half, some four. Some regulations in the older minority trades were last revised forty years ago but the 'big forty' that encompass 80% of all apprentices are recent. In all the system provides a powerful and systematic training.

A13 Industry and the KMK have agreed to experiment with a new Berufsgrundbildungsjahr (Vocational Education Foundation Year). This is to provide a first year apprenticeship (or equivalent) in which the education received is broadbased and related to one of thirteen Berufsfelder (Vocational Fields) rather than one of the 460 defined trades. The student objectives are that they will be able to:

a. identify, understand and evaluate the general relationships between work, the economy and society and his own position in working life and society;

b. make a more informed decision on career choice;

c. be occupationally mobile;

d. be equipped to meet the specific demands of vocational training.

The experiment exists in co-operative form with industry releasing students to general education, and in full-time form in Berufsschule. (See also paragraphs 44-47, Main Text)

A14 For those school leavers with language difficulties, poor motivation, uncertain about career choice, or with poor leaving certificates, a variety of provision is made in the form of Berufsvorbereitungsjahr (Vocational Orientation Year). Further details of this provision are in the main text (paragraphs 33 to 43)

A15 The aggregate provision for young people then can be expressed as follows:

14% in full-time general education aiming for higher education

14% infull-time vocational courses aiming for job entry at technician level, or late apprenticeship

65% encompassed in the Dual System

3% employed as (unskilled) young workers

4% unemployed with access to a variety of extensive one-year provisions

A16 The above implies a high level of general society commitment to and respect for training. The monetary and social status of the skilled worker in FRG is high, and this is often seen within FRG as well as the UK as a key to the success of the West German economy. It should be added that the further status of Meister (Master Craftsman) may also be regarded as crucial to the status of skilled worker. This higher status is achieved by further study after experience as a craftsman, and grants are available from the Bundesanstalt für Arbeit - BFA - (Federal Labour Office) to support these studies. In law one must be a Meister to register and practise certain trades, to be an employer, to take on or supervise apprentices. Many large firms also make this a normal qualification for supervision in work places. Furthermore, skilled status gives access to further training for the qualification of Techniker (Technician).[28]

POLITICAL ASPECTS

A17 The Industrie- und Handelskammern are organised into regional Länder and Federal level organisations for the purpose of influencing matters of interest to them. This also applies to the Handwerkskammern. This provides a regional basis of influence. Organisations in Industrie may voluntarily join both *'industrial'* organisations for *'sector interests'* and employers organisations for collective bargaining. Local, regional and Federal level organisations exist. Meisters in the Handwerk trades may join trade specific Innungen (Guilds); again, local, regional and Federal level organisations exist.

A18 At the Federal level, the Kuratorium der Deutschen Wirtschaft für Berufsbildung (Kuratorium of German Industry for Training) has been established to co-ordinate opinion on training from the large number of Federal organisations that have come to exist.

A19 The trade unions - TU - play a large part in the system. They are well informed, well staffed and have clear and coherent policies. The political system of the Federal Republic recognises 'the social partners' of employers, employees and the state as having a corporate responsibility for the affairs of society. This is expressed at all levels. The board of management of the Bundesanstalt für Arbeit, for example, is composed of equal representation; local committees for the BFA are so composed; BIBB includes TU representation on its board of management; the Chambers of Industry have TU membership on the committees that oversee apprenticeship training and testing; TU membership on Länder committees; and so on. Pride in skill is maintained in a corporate way which maintains status differentials.

HANDWERK

A20 Large scale national and international activity in manufacturing industry and commerce is supported by a vigorous economic policy to maintain small-scale craft (Handwerk) industries which are specifically recognised as important partners and suppliers to

large scale industries. The policy of the Federal Republic for the support of Handwerk, and its associated training, must be seen as a major part of economic policy within the Federal Republic of Germany.[29]

A21 In total the range of cultural, social economic and political support for recognised skill and training in FRG is massive. It would be difficult to transfer to the UK.

(Revised July, 1983)

APPENDIX B : ARBEITSLEHRE AND BERUFSBERATUNG

B1 Vocational education and training are generally highly regarded in the Federal Republic of Germany - FRG - but in an academic school system they tend perhaps in their presentation to be undervalued. Two problems faced, but not necessarily solved, in FRG are firstly to teach young people about the world of work and perhaps to val' it and secondly to make sensible informed career choices. Any programme to deal with these problems spans the school-work barriers as well as the Bund-Länder barriers, that are in part described in Appendix A, and make the process difficult to describe succinctly. Nevertheless, it is important when looking at measures to deal with youth unemployment to look also at measures to deal with the need for informed career choice. The visiting party making this report on measures to deal with youth unemployment was accompanied for part of its time by another visiting party making a report on the areas mentioned above. The visiting party on youth unemployment valued the informal discussions with these colleagues and draws attention to their full report, but adds these notes to its own report.

B2 The Basic Law, or constitution, of the Federal Republic of Germany guarantees to each citizen the right to a free choice of occupation and of residence. Under other Federal Law the only institution allowed to give vocational counselling is the Bundesanstalt für Arbeit - BFA - (Federal Institute of Labour). At the transition from school to work vocational counselling needs to take place in close co-ordination with the secondary schools work, but the work of the schools is the sole responsibility of the Länder (the component states of the Federal Republic). Thus the BFA has to deal with each of the eleven Länder. However, it concluded in 1971 an outline agreement on mutual responsibilities with the Kultusministerkonferenz - KMK - which has since led to more detailed agreements with each Land on the implementation of these responsibilities in a co-ordinated way (1971-1977).

B3 In all these, the school authorities make sure that all Hauptschule pupils undertake a programme of Arbeitslehre (learning about the world of work). The character, scope and compass of these programmes varies considerably (and some are known under different names). The main function is to provide a work orientation stage for the young people. In most cases the programme has been drawn up by working groups that include officers of the BFA on these working parties. Most include work placements or visits of a 'taster' variety and all make arrangements for the vocational counsellors (Berufsberater) to visit the schools, talk to pupils in their classes and make

known to the pupils all the facilities of the Arbeitsamt (local office of the BFA).

B4 Arbeitslehre, and other discussions in schools, are vocational orientation. Berufsberatung (vocational counselling) is a more formal process reserved to BFA qualified staff. Young people must seek an appointment for such counselling although they can obtain a wide range of career information materials and work books published by BFA either from the school or the Arbeitsamt. Only in the Arbeitsamt is formal counselling undertaken. Placement, or advice on placement, is the responsibility of other staff in the Arbeitsamt. This separation of functions is rigid and intended to exclude 'direction of labour' in a democratic society. A wide range of comprehensive effective materials is available, many in foreign languages and some in Braille.

B5 Not all are satisfied with the current system and significant development work is going on. The existing system at its worst is described by some as rigid and the Arbeitslehre as unimaginative. Many development projects are under way using Land and Bund funds. The visiting party on measures on Youth Unemployment was favourably impressed by what it heard and saw about these experiments which are described elsewhere by the visiting party on Vocational Counselling.[27]

APPENDIX C : NOTES

1 See Appendix A, in particular paragraph A2, for details.

2 Young people in employment, but without a formal training contract are usually referred to in FRG as Jungarbeiter (Young Workers).

3 The Kuratorium der Deutschen Wirtschaft für Berufsbildung (Kuratorium of German Industry for Training) has been established to co-ordinate opinion on training from the large number of employers organisations that have come to exist at Federal level.

4 See Note 2 above.

5 No exact equivalent of institutions between FRG and UK exists. Therefore this report usually uses the German term. On the first occasion of such a use an approximate translation is given, thereafter a translation is not used. A glossary is provided in Appendix D.

6 This institute has a wide range of functions in manpower, vocational guidance, unemployment insurance, family allowances. Its head office is in Nürnberg, it has nine regional offices, 146 local offices and 501 branch offices.

7 The latest figures are:

New Apprenticeships in FRG

	Applications Made	Places Offered	Contracts Signed	Places Not Filled	Applicants Not In Apprenticeship
May/Oct 1982	667,000	651,000	631,000	20,000	36,000
May/Oct 1983	655,000?	685,000?	?	?	?

Source: Embassy of FRG, London, Labour and Social Affairs Report, 3/83.

8 It is frequently claimed in the UK that the FRG system can work because the wages to trainees are lower than in the UK. As an average percentage of adult skilled rate this is true, but it should be treated with caution. In practice apprentice wages in FRG vary a great deal as a result of collective bargaining at industry level in two ways:

(a) Adult-Skilled wages vary;

(b) The % of (a) that the apprentice gets varies according to the popularity of the trade for apprenticeship.

The outcome can be illustrated as follows:

Average apprentice wage during all stages of training in 1982:

Mining Mechanic	988 DM per month
Bricklayers	905 DM " "
Bank Clerks	788 DM " "
Sales Girl	551 DM " "
Carpenter	481 DM " "
Hairdresser	304 DM " "

Source: Labour and Social Affairs Report, 4/83, Embassy of Federal Republic of Germany, London.

The high wages of trainees nevertheless leaves the Mining and Construction industry short of the trainees it requires and does not deter them from training.

See also : "JUGENDARBEITSLOSIGKEIT UND BERUFSBILDUNG Sozialer und materieller Status von Jugendlichen beim Übergang von der Schule zum Beruf in der BUNDESREPUBLIK DEUTSCHLAND"

1981, CEDEFOP, Bundesallee 22, Berlin 15.

9 The 'first stage' of secondary education is the compulsory stage. What in the UK is called 'Sixth Form' and 'FE' is in FRG called 'Second-Stage Secondary Education'.

10 For a description of secondary education in FRG, see items 1, 2, 3 or 9 of the bibliography in Appendix G.

11 In general, secondary school leaving certificates give rights of access to further education. The Hauptschulabschluss is based on continuous assessment of the pupil, not examinations. If the normal requirements are not met an Abgangszeugnis is given, testifying to the fulfilment of school obligations and the grades achieved in each subject taught.

12 All employers in FRG must register with an appropriate local 'Chamber'. Large firms are registered with the local Industrie und Handelskammer (Chamber of Industry and Commerce) - although by tradition the name may refer only to Commerce or to Industry. Firms in defined training activities of a hand or craft nature register with a Handwerkskammer. These chambers control all training and are central to the aggregation and expression of opinion from their member firms.

13 The figures for March 1981 were:

	% of workforce unemployed	Nos. unemployed	% of unemployed under 25	Nos. of unemployed under 25
FRG	4.7%	1,210,000	21.7%	262,300
UK	9.5%	2,484,000	37.4%	567,800

And for March 1983:

	% of workforce unemployed	Nos. unemployed	% of unemployed under 25	Nos. of unemployed under 25
FRG	9.0%	2,386,500	23.4%	559,200
UK	12.3%	3,172,400	37.6%	1,192,300

14 Percentage of pupils in different main types of First Stage Secondary Schools.

1979	Hauptschulen	Realschulen	Gymnasien	Gesamtschulen	Total
Berlin	43.5%	15.2%	21.4%	19.9%	100%
Nordrhein-Westfalen	42.0%	24 3%	30.4%	3.3%	100%
Baden Württemberg	36.6%	30.5%	30.4%	2.5%	100%
FRG	43.2%	25.0%	27.9%	3.9%	100%

15 See also Clarke, D. and Russell, R. *Vocational Counselling and Guidance in the Federal Republic of Germany.* Studies in Vocational Education and Training in FRG No.2 Revised 1983 Coombe Lodge. ISSN 0261-6858 ISBN 0-907659-23-3.

16 Young workers without apprenticeship are also required to attend Berufsschule, and their programme has a higher proportion of general education. For those young people on a Berufsvorbereitungsjahr the proportion is also high and here, with use of social pedagogs, the techniques begin to approach those used in Social and Life Skills training in UK over the last few years.

17 The system of special school provision has expanded in FRG considerably in the last decade. There is now a debate in the system concerning the dangers of separate provision and that an expanded system can be used as a sort of dumping ground for difficult but able children. This is made clear in some of the works of Laszlo and Kloas of the BIBB. See items 15 and 16 of the bibliography in Appendix G, and Number Six in this series of Reports: Johnson H, and Russell, R. *Education and Training of Young Handicapped Adults in the FRG*, No.6 Studies in Vocational Education and Training in the FRG, Coombe Lodge Publications, Blagdon.

18 The visiting party visited a group training scheme for first-year apprentices in the Gewerberförderungsanstalt Handwerkskammer, Düsseldorf. The organisation takes all first-year apprentices for Handwerk in Düsseldorf and places them with Chamber members for second and third year training. The BFA has had a policy for many years of providing funds for such centres.

19 By national agreement if young people complete a full-time form BGJ, it must receive full recognition as the first year of apprenticeship by subsequent employers. It is reported that some employers recruit towards the end of the course on the understanding that the young people leave before completion and thus do a full three year apprenticeship subsequently.

20 By tradition Berufsschulen in FRG are very strictly monotechnic and attitudes within them tend towards specialisation. This militates against the generalist approaches implied in the BGJ.

21 A complicated agreement exists at federal level and is described in Appendix A to this report.

See also Studies in Vocational Education and Training in the Federal Republic of Germany, No.2, *Vocational Counselling and Guidance in the Federal Republic of Germany*, 1981, Coombe Lodge, Blagdon. ISSN: 0261-6858, ISBN: 0-907659-23-3.

22 A Gastarbeiter is strictly a worker not holding a European Community - EC - passport. The biggest single group are Turks, but there are also Yugoslavs in large numbers. The families and children of Gastarbeiter have more liberally recognised rights of entry, residence and education than is the case for such persons in the UK. The result is that young people frequently enter only one or two years before leaving compulsory school, coming from countries where the teaching of German scarcely exists. Children of Italians and Greeks (EC countries), Spaniards and Portugese (soon to be EC countries) create similar language difficulties. In general discussion the term is used for any foreign worker.

23 Training, under the Federal Regulations, must be supervised by either a Master Craftsman or by a qualified Trainer. These two statuses are fully explored in:

Flower, F. and Russell, R. *The Industrial Tutor in the FRG*, Number Four, Studies in Vocational Education & Training, Coombe Lodge Publications, Blagdon.

See also the work of Lipsmeier, Item 17 in the bibliography in Appendix G.

24 These are described fully in No.2 of this series of reports.

25 See also Nos. 4 and 10 in this series of reports.

26 The law was found unconstitutional and was replaced, without the financial "apprenticeship tax" by the 1981 Act (see paragraph A8b Appendix A).

27 As for Note 15.

28 As for Note 8.

29 See also item 21 in Bibliography in Appendix G.

APPENDIX D : GLOSSARY OF TERMS AND ABBREVIATIONS

ABGANGSZEUGNIS : Non-qualifying leaving certificate.

ABSCHLUSS : Qualifying leaving certificate (from Hauptschule)

ARBEITSAMT : Labour Office (branch or local office of the Bundesanstalt für Arbeit)

AUSBILDUNGSORDNUNGEN : Training Regulations (issued by the Federal Authorities)

AUSBILDUNGSPLATZFÖRDERUNGSGESETZ : Training Place Promotion Act

BADEN-WÜRTTEMBERG : A Land of the Federal Republic

BERLIN : A Land of the Federal Republic

BERUFSBERATUNG : Vocational Counselling

BERUFSBILDUNGSGESETZ : Vocational Training Act

BERUFSFACHSCHULE : Full-Time Vocational School (usually providing two-year courses for 15-19 year olds)

BERUFSFELDER : Vocational 'fields', groups of trades

BERUFSGRUNDBILDUNGSJAHR : Basic Vocational Year

BERUFSINFORMATIONSZENTRUM : Vocational Information Centre

BERUFSSCHULE : Vocational College (part-time)

BERUFSVORBEREITUNGSJAHR : Preparatory vocational training year

BUND : Federal Authorities, Central Government

BUNDESANSTALT FÜR ARBEIT : Federal Labour Office

BUNDESINSTITUT FÜR BERUFSBILDUNG : Federal Institute for Vocational Education

BUNDESMINISTERIUM FÜR BILDUNG UND WISSENSCHAFT : Federal Ministry of Education and Science

BUNDESMINISTERIUM FÜR WIRTSCHAFT : Federal Ministry of Economic Affairs

BUNDESVERBAND DER DEUTSCHEN INDUSTRIE : Federation of German Industry

CHRISTLICHES JUGENDDORF : Christian Youth Village(Movement)

DEUTSCHER GEWERKSCHAFTSBUND : German Federation of Trade Unions

DÜSSELDORF : Capital of Nordrhein Westfalen

FACHOBERSCHULE : Vocational College (full-time)

GASTARBEITER : Immigrant worker

GESETZ : Act (of Parliament)

GESAMTSCHULE : Comprehensive School

GEWERBEFÖRDERUNGSANSTALT : Trades Development Institute (of the Handwerkskammer of Düsseldorf)

GYMNASIUM : Grammar School

HANDWERKSKAMMER : Chamber of Crafts

HAUPTSCHULE : Main School, Secondary Modern

HAUPTSCHULABSCHLUSSZEUGNIS : Hauptschule leaving certificate

INDUSTRIE- UND HANDELSKAMMER : Chamber of Industry & Commerce

JUNGARBEITER : Young Worker (without a training or apprenticeship certificate)

KULTUSMINISTERKONFERENZ : Standing Conference of the Ministers of Education of the Länder of the Federal Republic of Germany

KURATORIUM DER DEUTSCHEN WIRTSCHAFT : Kuratorium for German Economy - An employers organisation

LAND, LÄNDER : Component State(s) of the Federal Republic

LERNBEHINDERTE : Slow (or Handicapped) Learners

MEISTER : Master (Craftsman)

MITTLERE REIFE : Intermediate certificate, equivalent to 'O' levels

NORDRHEIN-WESTFALEN : A Land of the Federal Republic

RAHMENLEHRPLAN : Outline Curriculum

REALSCHULE : Technical School

SONDERSCHULE : Special School

STÄNDIGE KONFERENZ DER KULTUSMINISTER DER LÄNDER : Standing Conference of Education Ministers of the Länder

STUTTGART : Capital of Baden Württemberg

TECHNIKER : Technician

ABC	A Basis for Choice : Document published by the FEU	UK
BASF	Chemical Firm in Germany : Head Office in Ludwigshafen	FRG/UK
BFA	Bundesanstalt für Arbeit	FRG
BGJ	Berufsgrundbildungsjahr	FRG
BIBB	Bundesinstitut für Berufsbildung	FRG
BMBW	Bundesministerium für Bildung und Wissenschaft	FRG
BVJ	Berufsvorbereitungsjahr	FRG
CBI	Confederation of British Industry	UK
CEDEFOP	European Centre for the Development of Vocational Education (Acronym based on French)	FRG/UK
DET	Department of Education and Training (Note: a proposal made in this report)	UK
DGB	Deutscher Gewerkschaftsbund	FRG
EC	European Community (i.e. countries signatory to the Treaty of Rome)	UK
EEC	European Economic Community (i.e. countries signatory to the Treaty of Rome)	UK
FE	Further Education	UK
FRG	Federal Republic of Germany	UK
KMK	Kultusministerkonferenz	FRG
MSC	Manpower Services Commission	UK
TU	Trade Union	UK
TUC	Trade Union Congress	UK

UK	United Kingdom	UK
UVP	Unified Vocational Preparation : an experimental course sponsored by MSC & DES	UK
WEEP	Work Experience on Employers Premises : a type of YOP	UK
YMCA	Young Mens Christian Association	UK
YOP	Youth Opportunities Programme : a general term for a variety of special measures taken by MSC to provide for the Young Unemployed	UK

APPENDIX E : NAMES OF PARTY, PROCESS OF WRITING

The list of people on the visiting party was drawn up by the Further Education Staff College after seeking nominations and approved by the Department of Education and Science. The names of the visiting party are given below. Before leaving the United Kingdom - UK - for the Federal Republic of Germany - FRG - the party was supplied with briefing material in English and German and met for further briefing. During the visit the group met several times and determined an outline structure to the report, a division of labour in drafting the main sections and the main orientation of the report. On return to the UK the party met at the Further Education Staff College (Coombe Lodge) and jointly worked on the written material. It has been since edited into this form by Russ Russell and David Parkes, and put back to the members of the party before finalising.

At the same time another visiting party was investigating Vocational Education and Guidance and many of the visits were joint visits. The visiting party that wrote this report would like to gratefully acknowledge the learning which took place in the formal and informal interchanges. The views contained in this report do not necessarily represent the views of the institutions represented or organising the work.

LIST OF NAMES OF THE VISITING PARTY

Name, Post Held	Nominated by:
G.A. BRINSDON Director of Education, Metropolitan Borough of Sandwell.	Association of Colleges for Further & Higher Education.
BOB CALDER Training Resource Manager, Manpower Services Commission, Office for Scotland.	Manpower Services Commission
R.H. HOLLYHOCK Principal, Handsworth Technical College, Birmingham.	Association of Colleges for Further & Higher Education.

Name, Post Held	Nominated by:
ALEX INGLIS Principal, Telford College of Further Education, Edinburgh.	Association of Colleges for Further & Higher Education.
DOUGLAS LAW Assistant to Director of Education, Lothian Region Education Department.	Scottish Education Department.
MARGARET LEVY Regional Development Officer, Regional Curriculum Unit, West Midlands Advisory Council for Further Education.	West Midlands Regional Curriculum Unit (Further Education Unit)
JACK MANSELL Director, Further Education Curriculum Review & Development Unit.	Further Education Curriculum Review and Development Unit.
DAVID PARKES Staff Tutor, Further Education Staff College.	Group Organiser
WILLIAM J. PASQUERELLA Deputy Director, Education Resource Unit (Youth Opportunities Programme) Jordanhill College of Education, Glasgow.	Education Resource Unit (Youth Opportunities Programme), Jordanhill College of Education, and Scottish Education Department.
RUSS RUSSELL Staff Tutor, Further Education Staff College.	Programme Co-Ordinator
PETER SEAZELL Lecturer, Solihull College of Technology.	City & Guilds of London Institute.
DR. GISELA SHAW Lecturer in German, Bristol Polytechnic.	Group Interpreter

APPENDIX F : VISITS AND MEETINGS

AT FEDERAL LEVEL

Bundesministerium für Bildung und Wissenschaft
Bundesinstitut für Berufsbildung
Deutscher Gewerkschaftsbund
Bundesverband der Deutschen Industrie
Bundesanstalt für Arbeit
Deutscher Industrie und Handelstag
Kultusministerkonferenz
Deutscher Handwerkskammertag

OTHER VISITS AND MEETINGS

European Centre for Development of Vocational Education
Arbeitsamt Ludwigshafen
Berufsinformationsstelle Ludwigshafen
Kultusministerium von Nordrhein Westfalen
Gewerbeförderungsanstalt der Handwerkskammer Düsseldorf
Industrie und Handelskammer, Köln
Ausbildungszentrum, Alfred Schütte, Köln
Ausbildungszentrum, BASF, Ludwigshafen
Max Planck Institut für Bildungsforschung, Berlin
Oberstufenzentrum Metalltechnik, Haarlemer Strasse, Berlin
Oberstufenzentrum Agrarwirtschaft, Hartmannsiveiterweg, Berlin
Martin Luther King Schule für Erziehungshilfe
Offices of the Senator für Schulwesen, Berlin
Ausbildungszentrum, Mahle, Stuttgart
Max Eyth Schule, Stuttgart
Lerchehrainschule, Stuttgart

Note: Not all institutions were visited by the whole party

APPENDIX G : FURTHER READING AND REFERENCES

INTRODUCTION TO THE EDUCATIONAL SYSTEM IN THE FRG

The following items are descriptive accounts of the educational system in general:

1 Russell, R. *Vocational Education and Training in the FRG*, Comparative Paper 10, Coombe Lodge Publications, 1983. ISSN: 0143 327X ISBN: 0-907659-04-7.

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3 Fuhr, Christoph, *Education and Teaching in the Federal Republic of Germany*. Munich, Carl Hanser Verlag, Inter Nationes, 1979. ISBN: 3-446-12810-7.

4 Littmann, Ulrich. *An Introduction to the Confusion of German Education*. Deutscher Akademischer Austauschdienst (DAAD), rev. ed., 1977. ISBN: 3-87192-045-2. Available from - DAAD, Kennedyallee 50, D53, Bonn-Bad Godesberg, Federal Republic of Germany.

5 Organisation for Economic Co-Operation and Development. *Classification of Educational Systems - Finland, Germany, Japan*. Paris, OECD, 1972. ISBN: 91-72-01-1.

6 Organisation for Economic Co-Operation and Development. *West Germany*. (Reviews of National Policies for Education Series). Paris, OECD, 1973. ISBN: 92-64-11006-2.

7 Sekretariat der Ständigen Konferenz der Kultusminister der Länder in der Bundesrepublik Deutschland (ed.). *The Educational System in the Federal Republic of Germany*. Sekretariat der Kultusministerkonferenz in co-operation with Bundesminister für Bildung und Wissenschaft and Westdeutsche Rektorenkonferenz, 1977.

8 *Vocational Training Information Bulletin*. Supplement on West Germany. Brussels Commission of the European Communities, 1978. Available from - CEDEFOP, Bundesallee 22, Berlin 15.

9 Wilhelmini Hans-H. The School System in the Federal Republic of Germany. *Bildung und Wissenschaft*, No.12, 1979(e). Available from - Inter Nationes, Kennedyallee 91-103,D-53, Bonn-Bad Godesberg 1, Federal Republic of Germany.

10 Peterson, Norbert. Vocational Training in the Federal Republic of Germany. *Bildung und Wissenschaft*. N 9/10(e). 1981.
Available as for Item 9.

VOCATIONAL TRAINING IN THE FRG

A selection of references which represent a variety of interests in the field of vocational training:

11 Deutscher Industrie - und Handelstag (DIHT). *The Dual System. Occupational Training System in the Federal Republic of Germany.* Bonn, DIHT, 1977.
Available from - DIHT, Adenauerallee 148, 5300 Bonn, Federal Republic of Germany.

12 Federal Employment Institute of the Federal Republic of Germany. *The Employment Office.* Bundesanstalt für Arbeit, Nürnberg.
Available from - Bundesanstalt für Arbeit, Hauptstelle, Regensburger Strasse 104, 8500 Nürnberg, Federal Republic of Germany.

13 Federal Institute for Vocational Training Research (ed.). *Vocational Training Research.* Berlin, Bundesinstitut für Berufsbildungsforschung.
Available from - BBF, Fehrbelliner Platz 3, 1000, Berlin 31, Federal Republic of Germany.

14 Gerbaulet, Sabine. *Analyse und Reform. Berufsbildung in der Bundesrepublik Deutschland.* Berlin, Bundesinstitut für Berufsbildung (BIBB), 1978. (In German)

15 Kloas, Peter Werner and Stenger, Hast. *Berufschüler ohne Berufschance? Eine Analyse zu den Berufsstartproblemen, der Socialen Herkunft und den Massnahmen der Beruflichen Integration Lernbehinderter und Lerngestörter Jugenlicher.* (Schriften zur Berufsbildungsforschung, Band 60). Hannover, Schroedel for BIBB, 1980. ISBN: 3-507-91869-2.

16 Laszlo, Alex, Kloas, Peter Werner. *Vocational Training Measures for Juveniles with Learning Impairments.* Berlin, BIBB, 1980. Available for reference in Coombe Lodge Library.

17 Lipsmeier, Antonius. Training of Vocational School Teachers in Member States of the European Community. *Vocational Training.* No. 4, 1979. ISSN: 0378 5068.

18 Kühl, J. et al. *Employment Policy in Germany - Challenges and Concepts for the 1980s.* Second Edition, 1979, Bundesanstalt für Arbeit, Nürnberg.
Available as for Item 12.

19 Kultusministerkonferenz. *Report on the Development of Education 1978-1980 to the 38th Session of the International Conference on Education, Geneva, November 1981.* KMK, Bonn, 1981.
Available from KMK, Nassestrasse 8; 5300 Bonn 1; Federal Republic of Germany.

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Available from Council of Europe, Librairie Berger-Levrault, 23 Place Braglic, F-67081 Strasbourg.

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1 Measures to deal with Youth Unemployment in the Federal Republic of Germany (revised July 1983)

ISBN: 0-907659-19-5

2 Vocational Counselling and Guidance in the Federal Republic of Germany (revised September 1983)

ISBN: 0-907659-23-3

3 Experiments with the first year of Apprenticeships in the Federal Republic of Germany (revised July 1983)

ISBN: 0-907659-24-1

4 The Industrial Tutor in the Federal Republic of Germany (May 1982)

ISBN: 0-907659-08-X

5 Basic Full-Time Training in Business Studies and Languages (May 1982)

ISBN: 0-907659-09-8

6 Education and Training of Young Handicapped Adults in the Federal Republic of Germany (August 1982)

ISBN: 0-907659-11-X

7 Learning about the World of Work in the Federal Republic of Germany (September 1982)

ISBN: 0-907659-13-6

8 Education and Training for the Hotel and Catering Industry in the Federal Republic of Germany (September 1983)

ISBN: 0-907659-15-2

9 Education and Training for the Hairdressing Industry in the Federal Republic of Germany (September 1983)

ISBN: 0-907659-16-0

10 Career Development Education in the Federal Republic of Germany (September 1983)

ISBN: 0-907659-17-9

11 An Annotated Glossary and Bibliography on Vocational Education and Training in the Federal Republic of Germany (October 1983)

ISBN: 0-907659-18-7